Integrated Acquisition Environment (IAE) Governance Description

Version 1.10

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IAE Program Management Office

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Vision and Principles

The IAE, in support of the Office of Management and Budget (OMB) and the Acquisition Community, seeks to unify and simplify the acquisition process across the federal government for the benefit of both buyers and sellers. To accomplish this mission, IAE has focused on the following goals:

1. Create a simpler, common, integrated business process for buyers and sellers that promotes competition, transparency and integrity.
2. Increase data sharing to enable better business decisions in procurement, logistic, payment and performance assessment.
3. Take a unified approach to obtaining modern tools to leverage investment costs for business related processes.

The IAE is being built on the framework of a shared services model where no single organization has "ownership". Rather the services are a collection of capabilities built on standards and are accessible over the Internet. In this model, the IAE serves as the access point for various services and provides a set of tools and capabilities that can be leveraged by the acquisition community to conduct business across the government and with the vendor community.

The governance model is a tiered structure of management that links acquisition needs across the federal space with how these systems and services are developed and run to meet the needs of federal acquisition communities. This approach was derived from the acquisition process itself and reflects the multi-stakeholder nature of the environment in its guidance and decision-making processes.

The governance components are:

A. Acquisition Committee for E-Gov (ACE), an executive steering committee that provides strategy, vision, scope and resources;
B. Program Management Office, which executes and manages the operations;
C. Business Area Managers - Business Managers oversee a portfolio of related services to execute IAE strategy, manage development and implementation, and ensure inter-operability of the shared services;
D. Multi-agency Business Area Teams that guide system requirements and development;
E. Project Managers that execute the development, operations and maintenance of the IAE shared services
F. IAE Change Control Board (CCB) that approves and prioritizes enhancements across shared services under the auspices of the IAE Configuration Management (CM) Plan that provides the process for making ongoing enhancements to the shared services and ensuring their ongoing inter-operability.

The governance approach provides a pragmatic, yet comprehensive framework for developing, managing, and evolving this shared services environment. This approach is based on the following principles:

- Provides venues for stakeholders to voice concerns and insights, and contribute to solutions;
- Provides forums for vested parties to make trade-off decisions;
- Provides clear and efficient decision, review and resolution paths, minimizing decision bottlenecks;
- Provides a continuous feedback and development loop to ensure currency of the environment;
- Integrates management of each shared service with the cross-agency governance;
- Provides the means for evaluating the inter-locking/inter-dependent requirements of the services.

Roles and Responsibilities

Acquisition Committee for E-Gov

The Acquisition Committee for E-Gov (ACE) is a multi-agency, multi-function oversight body and steering committee providing review of the IAE initiative and related policy and investments. The ACE, established under the Chief Acquisition Officers Council (CAOC), is composed of representatives from the (CAOC), OMB-OFPP, OMB-E-Gov, CFO Council, CIO Council, Small Agency Council, Partner agencies, Managing Partner, , and the IAE Program Management Office. A CAOC member, approved by the CAOC, chairs the ACE.

The goals of the ACE are to:

- Provide strategic direction for the IAE;
- Establish the IAE Initiative's portfolio, which contains acquisition-related projects and services that support multiple agencies;
- Ensure the alignment of IAE information technology capital investments with business goals as required by the Federal architecture framework specifications and acquisition regulations;
- Review, approve, and enforce IAE architecture specifications (e.g., standards, constraints, guidelines, processes, and products) for use within the acquisition community;
- Provide oversight and governance to joint federal acquisition programs and initiatives related to IAE information technology;
- Ensure alignment with the CFO Council requirements and the Federal Architecture Framework.

The responsibilities of the ACE are to:

- Interface with other government-wide councils;

- Provide vision, guidance and executive-level decision-making for the IAE Initiative;
- Provide management oversight regarding scope, priorities, budget, and funding;
- Serve as liaison to other government-wide councils;
- Serve as a Source Selection Review Board (SSRB) for projects within the IAE Initiative portfolio;
- Review the IAE Initiative's OMB Exhibit 300 in coordination with the IAE Program Management Office (PMO) and provide input and feedback prior to OMB submission;
- Recommend the inclusion and prioritization of initiatives and projects within the IAE portfolio to OMB;
- Provide ruling on IAE Configuration Control Board (CCB) recommendations that exceed approved current scope and budget.

IAE Program Management Office

The IAE Program Management Office (PMO), as part of the Managing Partner agency, executes and manages the operations. The PMO is responsible for driving relevant policy, planning, development, operation, technical guidance, standards, metrics, and currency of the IAE to meet the goals and objectives of the business case and to meet the needs of the federal agencies. The PMO is responsible for, and oversees ongoing alignment across Federal Agencies, as system migrations occur over time. The PMO, led by the Director, Office of Acquisition Systems and Director, IAE Division, works with Business Managers and Project Managers to ensure the inter-operability of shared services.

Business Area Managers and Teams

The shared services within the scope of the IAE have been grouped into one of three Business Areas within the IAE PMO. The Business Area Teams are made up of representatives from the Federal Agencies. Their purpose is to provide business-area perspective and make trade-off decisions that serve business needs within their area. Business areas work collectively to ensure appropriate trade-off decisions across the initiative.

The Business Teams play a significant role in system development through participation in business process mapping, requirements development, testing, and adoption and utilization planning. They also contribute to system enhancement by surfacing and clarifying business/functional needs, and providing input on the business impact of system enhancement alternatives.

Each business area may have a manager, who is responsible for execution of the IAE strategy, working in partnership with the Project Managers to lead system

development and implementation, and to ensure interoperability of the shared services.

The following table describes the Business Areas and their key objectives.

Business Area	Key Objectives
Business Partner Network (BPN)	Provide a single point of registration and validation of trading partner data accessed by all agencies.
EMarketplace	Implement a capability to enhance market research and enable on-line purchasing to simplify selection and facilitate leverage of Government buying.
Acquisition Information Reporting (AIR)	Implement a central point for consolidated collection and access of statistical and management information related to government acquisitions

The IAE PMO provides technical guidance and identifies standards related to data elements, information exchanges, XML, system and/or project documentation, and enterprise architecture. The IAE PMO will develop a standard glossary and vocabulary to facilitate exchange of data between and within agencies. This guidance is used in the development and implementation of the IAE Shared Services and establishes a single context for all agencies to follow to communication with the shared services environment.

Infrastructure	Key Objectives
IAE Portal	Single point of access and integration for the Shared Services and the agencies.

Project Managers

The services that comprise the IAE are a combination of existing systems within the federal government and systems that were developed specifically to meet the business objectives of the IAE. The IAE-associated systems provide shared services across the federal acquisition community.

The Project Managers provide project management, operations, maintenance and update of their respective systems. They work in coordination with the IAE PMO and the Configuration Management Plan to implement, update and synchronize services across the environment. To build utilization and inter-operability, Project Managers are responsible for promoting system benefits and attaining migration/alignment. The Project Managers are linked to the governance structure

through the IAE PMO and work in partnership with the IAE Business Area Managers to achieve adoption and acceptance within agencies.

The Project Managers obtain funding from the IAE PMO and in return they provide project management, operations, and maintenance of the system. (Some shared systems still obtain sustainment funding through their home agencies.) Funding is transferred to the cognizant Project Manager via Memorandums of Agreement executed annually.

The Project Managers are responsible for developing the cost estimates, which roll up into total IAE budget, and tracking actual cost data throughout the life cycle, including migration/alignment. The Project Managers obtain approval from the IAE PMO for technical milestones and ensure appropriate documentation for the system development lifecycle.

They are responsible for receiving and managing input from their various user communities via CCBs or user groups as appropriate for the stage in the life cycle, for tracking issues, and for technical implementation of system changes. The Project Managers are also responsible for identifying future needs and potential enhancements.

Project Managers are required by the terms of their MOA to follow IAE governance guidance.

Designated Liaisons

Liaisons to the IAE PMO may be designated from time to time by other federal entities. A liaison's assignment may be, for example, as a policy coordinator (e.g. OMB), or as an agency representative coordinating agency/IAE relations and agency-hosted services, integrating agency-based services into the environment, guiding new service development and launch, and the like. Liaisons have a dotted line relationship to the Director, Office of Acquisition Systems, advising the Director on matters of interest to their home organization and IAE.

Configuration Control Board

IAE's Configuration Management Plan designates the IAE CCB as the formal decision-making body for change requests (CR's) that have multi-system or broad agency impact, call for statutory change or new capability, impact policy, or exceed a shared service's approved budget. The responsibility of the CCB is to make decisions that improve acquisition life cycle performance across the Federal space, integrate cross-system functioning, and meet regulatory requirements. The CCB is chaired by the Director, Office of Acquisition Systems, with Project Managers and At-Large Members (as designated) as voting members. CR's outside the defined scope of IAE are referred to the ACE for disposition.

User Groups

   User Groups are formed by the Project Managers to (1) surface operational problems and opportunities, (2) participate in development groups on specific projects supporting a business need, and (3) serve as a communications channel between IAE and the larger user community.

Existing user groups will continue to function. The IAE portal will also provide opportunity for feedback on all IAE services. Requests would be funneled to the appropriate user group for consideration.

Industry Outreach

   The Integrated Acquisition Environment PMO reaches out to industry groups for to provide industry perspective on priority needs, best practices, trends, and technology and architecture options.

Councils: Chief Acquisition Officers, Chief Financial Officers, and Chief Information Officers

   These Councils provide (1) oversight and input to the Acquisition Committee for E-Gov and (2) commitment, support, and advocacy of the IAE within their own communities. The IAE PMO keeps Councils informed and coordinates with them on issues as appropriate.

IAE Managing Partner (GSA)

   The managing partner is represented on IAE's governance board, the ACE. IAE is a part of the managing partner agency which provides infrastructure support such as acquisition, finance and legal support, and staffing for the IAE PMO. The partner also provides OMB 300 review, concurrence and submission.

OMB

   Office of Electronic Government and Information Technology
   The E-Gov Office approves development project priorities, authorizes project with funding concurrence of OMB RMOs, and monitors project performance against the OMB 300.   The Office encourages agency utilization of IAE resources through budget passback process, MOU execution and PMA Scorecard quarterly reviews.   IAE's specific point of contact within OMB is the Portfolio Manager for Internal Efficiency and Effectiveness.

   Offices of Federal Procurement Policy and Federal Financial Management
   OFPP and OFFM provide policy guidance regarding acquisition and financial management respectively.

Resource Management Offices (RMOs)

The RMO role is to:

- Authorize development project funding with concurrence of ACE
- Review and score OMB 300
- Review budget and distribute pass-back to agencies
- Monitor and measure performance against OMB 300; validate project status against that performance
- Review and approve performance measures as part of OMB 300 exercise

Contributing Agencies

The Federal Agencies are responsible to support the initiative, provide resources (both monetary and in-kind), implement, migrate and eliminate redundant services, etc. as applicable.

Architecture

Alignment with Federal Enterprise Architecture

The IAE PMO is responsible for ensuring alignment with the Federal Enterprise Architecture.

Information System Security and Risk Management

C&A

Initiation

The Certification and Accreditation (C&A) process is initiated by a Project Manager as part of bringing a system into production and provided to the Information System Security Manager (ISSM) for the system. It is the host agency's responsibility to determine the standards for approval (e.g. NIST 800-53) to be used for the C&A process.

Review and Approval

ISSM reviews and approves C&A package and forwards it to the Designated Approving Authority (DAA) for the system's host agency for approval.

Notification

The DAA notifies the Project Manager that they have Authority to Operate. The Steward, in turn, notifies the IAE PMO.

Authentication

The IAE follows the guidance provided by the e-Authentication project office.

ISAs

Project Managers ensure that Inter-Agency Security Agreements (ISAs) are put in place where appropriate, and that they are adhered to.

Budget and Capital Planning Process

Costs: Development, Maintenance and Evaluation (DM&E)

Development
IAE service owners provide budget planning input, which the IAE program office consolidates. The program office develops the budget and forecast in light of OMB 300 priorities and those priorities arising from the decisions of the IAE Change Control Board. The ACE reviews and approves the budget. GSA, in turn, reviews and concurs.

OMB reviews the budget and distributes pass-back to agencies. The program office then prepares MOUs which detail the total agency contribution and its in-kind and cash components. The agencies sign the MOU, confirming agreement, Agencies then make their cash contribution and where applicable, direct in-kind contributions to the shared Project Managers within their agency.

Review
Shared service owners provide budget status, which is consolidated by the IAE program office for review. The program office tracks and manages the budget.

The ACE reviews the OMB 300 and recommends approval or disapproval.

OMB 300

Preparation
IAE service owners provide input along with business area Managers and Analysts who also provide consultation in preparation of the 300. The IAE program office manages the preparation of the OMB 300 with funding agencies and other stakeholders, and performs EVM. The program office also develops the artifact for submission and approval.

Review
The ACE approves the funding model, which is reviewed by the Chief Acquisition Officers Council. The ACE reviews the OMB 300 and recommends approval or disapproval.

Submission
After ACE review and approval, GSA reviews and submits the 300 to OMB for review and scoring.

Configuration Management

The IAE PMO manages system development, change requests, and enhancements in accordance with the Configuration Management Process and IAE Change Control Board Charter, as drafted by the PMO and approved by the ACE.

The IAE configuration management (CM) process (documented in the Configuration Management Plan) is the core business process for managing the changes required to keep services current with needs and aligned with one another. The process provides for the systematic identification, evaluation, disposition and implementation of key structural components (e.g. data elements) and multi-system changes to previously base-lined hardware and software products. These changes impact functionality, cost, and/or schedule. The CM process facilitates structure, control, and the management of changes to all software, related hardware, and infrastructure components.

Each Project Manager is expected to establish a configuration management process within its program, to include an issue tracking capability, to allow integration with the IAE CM and Change Control Board processes. IAE System CCBs are to be chaired by an agency representative.

Communications Outreach and Change Management Support

Initiation

The IAE PMO develops the concept and plan for communications and the means for ongoing update and multi-directional information sharing (e.g. web sites).

The PMO also initiates and develops the concepts and frameworks for outreach to stakeholders and for change management/transition support to agencies. Needs assessment and plan development is done in consultation with business managers, analysts, and business area steering committees.

Review

The resulting plans are reviewed by the Director, Office of Acquisition Systems and others as the Director deems relevant.

Approval

The plans are approved by the Director, Office of Acquisition Systems.

Implementation

The IAE PMO manages the implementation of the communications, outreach and change management plans. Program office resources offer and provide consultation

to agencies regarding communications needs, and organizational and workforce readiness and preparation for IAE-related transitions.

Metrics

Initiation

Metrics were developed by the PMO as a part of the OMB 300 submission. IAE PMO is responsible for portfolio metrics from system inception through migration/alignment to operations and maintenance. Project Managers or the IAE PMO may initiate system-specific metrics. The PMO also initiates relevant PMO metrics as necessary to guide and track program office performance.

Review

The IAE PMO works with Business Managers and Project Managers to establish system-appropriate measures. Internal PMO measures are reviewed by the Director, Office of Acquisition Systems. The ACE reviews all metrics and may suggest changes.

Approval

OMB, in coordination with ACE, approves metrics to be reported to them quarterly. System-specific and internal PMO metrics are approved by the Director, Office of Acquisition Systems.

Implementation and Notification

OMB metrics are tracked by the PMO and reported as specified. Project Managers track system performance on metrics throughout the life cycle (including monitoring, migration/alignment, cost and benefits) and report status to the IAE PMO. Reports are shared with all partner agencies. The PMO tracks its own measures and reports to the Director, Office of Acquisition Systems who updates the ACE.

Policy

Certain system enhancements may require changes to policy or regulation. Such changes are submitted through the regular maintenance process for those documents.

Attachment A: Acquisition Committee for E-Gov (ACE) Membership (as of Aug. 9, 2006)

NAME		PHONE	EMAIL	DEPT / AGENCY	STATUS
Albert Sligh	Agency Rep	202-401-3515	Albert.Sligh@dhs.gov	DHS	Voting Member
Arthur Collins	Agency Rep	202-205-7218	Arthur.Collins@sba.gov	SBA	Voting Member
Emily Murphy	Managing Partner	202-501-1043	Emily.Murphy@gsa.gov	GSA	Voting Member
Debra Sonderman	Agency Rep	202-208-6352	Debra_Sonderman@ios.doi.gov	Interior	Voting Member
Mark Krzysko	Agency Rep	703-695-7145	Mark.Krzysko@osd.mil	DoD	Voting Member
Glenn Perry	Agency Rep	202-245-6200	Glenn.Perry@ed.gov	Education	Voting Member
Julie Basile	OMB Rep	202-395-4821	Julie_Basile@omb.eop.gov	OMB, OFPP	Voting Member
Kathleen Turco	CFO Council	202-501-1721	Kathleen.Turco@gsa.gov	GSA	Voting Member
Chris Smith	CFO Council (alternate)	202-219-3567	Christopher.Smith@gsa.gov	GSA	Voting Member
Mary Lynn Scott	Small Agency Council	301-415-6179	mls2@nrc.gov	NRC	Voting Member
Jerry Williams	CIO Council	202-720-8833	Jerry.E.Williams@usda.gov	USDA	Voting Member
Michael Sade	Chair, ACE	202-482-4248	msade@doc.gov	Commerce	Voting Member
Stan March	Agency Rep	410-965-9455	Stan.March@ssa.gov	SSA	Voting Member
Thomas Sharpe	Agency Rep	202-622-1039	Thomas.Sharpe@do.treas.gov	Treasury	Voting Member
Dan Walt	Agency Rep	703-516-1696	WaltDJ@state.gov	State	Voting Member
Doug Baptist	Agency Rep (alternate)	202-287-1658	Douglas.Baptist@hq.doe.gov	Energy	Voting Member
Earl Warrington	Director, IAE Division	703-872-8609	Earl.Warrington@gsa.gov	GSA - IAE PMO	Non-voting Member
Teresa Sorrenti	Director, Office of Acquisition Systems	703-872-8610	Teresa.Sorrenti@gsa.gov	GSA - IAE PMO	Non-voting Member
Jeff Koch	Portfolio Manager	202-395-0369	Jeffrey_W._Koch@omb.eop.gov	OMB, E-Gov	Non-voting Member

Attachment B: IAE Governance Structure Diagram

Governance Structure

OMB
OFFM | E-Gov | RMO | OFPP

Policy

FAR
(CAAC & DARC)

Policy

Chief Acquisition
Officer (OCAO) Council

Management/
Review

300 Submission
(by IAE via
Managing Partner)

300 Pass-back

Input/Oversight

Acquisition
Committee
for E-Gov
(ACE)

Input/Representation

Contributing
Agencies

Management/
Review

300 Review

Funds Request

Funding

Industry
Outreach

Needs/Trends/
Best Practices

Integrated Acquisition
Environment PMO

BPN

eMarket

AIR

GSA
Office of
The CAO

Infrastructure Support

Functional / Business Areas:
•eMarket
•Business Partner Network (BPN)
•Acquisition Information Reporting (AIR)

Shared Systems User Groups & CCBs